

Gorham Bypass Study

**PIN 8151.10, STP-8151(10)X
Cumberland County, Maine**

Social and Economic Technical Report



Prepared For The
Environmental Assessment

Submitted Pursuant to 42 U.S.C. 4332 (2)(c),
23 U.S.C 138 and 23 CFR 771

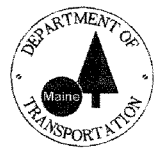
by:

U.S. Department
of Transportation
Federal Highway
Administration



and

Maine Department
of Transportation



June 2003



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Study Specific Acronyms

CO – Commercial Office
GPCOG – Greater Portland Council of Governments
I -- Industrial
LWCF – Land and Water Conservation Fund
ND – Narragansett District
OR – Office Residential
PACTS – Portland Area Comprehensive Transportation Committee
R – Rural
RC –Roadside Commercial
SR – Suburban Residential
STF – Summary Tape File
UC – Urban Commercial
UR – Urban Residential
USM –University of Southern Maine
VC –Village Center District

Standard Acronyms and Abbreviations

AADT – Annual Average Daily Traffic
AASHTO – American Association of State Highway and Transportation Officials
ac – acre
ACHP – Advisory Council on Historic Preservation
ACOE – United States Army Corps of Engineers
AFDC – Aid to Families with Dependent Children
ARAN – Automatic Road Analyzer
ATR – Automatic Traffic Recorder
ATV – All Terrain Vehicle
B/C – Benefit/Cost Ratio
BMP – Best Management Practice
BTIP – Biennial Transportation Improvement Program
CAAA – Clean Air Act Amendments of 1990
CAL3QHC – EPA's Modeling Methodology for Predicting Pollutant Concentrations near Roadway Intersections
CBER – Center for Business and Economic Research
CEQ – Council on Environmental Quality
CERCLIS – Comprehensive Environmental Response, Compensation and Liability Information System
CFR – Code of Federal Regulations
CO – Carbon monoxide
CRF – Critical Rate Factor
dBA – Loudness (sound pressure level) measured on a logarithmic scale in units of decibels (dB), using an A-weighted filter
DEIS – Draft Environmental Impact Statement
DHV – Design Hour Volume
E & T Plant List Maine Natural Area Program – Official List of Endangered and Threatened Plants in Maine
EA – Environmental Assessment
EFH – Essential Fish Habitat
EIS – Environmental Impact Statement
EPA – U.S. Environmental Protection Agency
FEIS – Final Environmental Impact Statement
FEMA – Federal Emergency Management Agency
FHWA – Federal Highway Administration
FIRM – Flood Insurance Rate Map
FONSI – Finding of No Significant Impact
FMVECP – Federal Motor Vehicle Emission Control Program
FPPA – Farmland Protection Policy Act
ft – feet
GIS – Geographic Information Systems
GRP – Gross Regional Product
GW-A – Groundwater A
ha – hectare
HCAMP – Habitat Consultation Areas Mapping Program
HCL – High Crash Location
km – kilometer
kph – kilometers per hour
LAWCON – Land and Water Conservation Fund

Leq – One-hour equivalent sound level
LMA – Labor Market Area
LOS – Level of Service
LURC – Maine Land Use Regulation Commission
m - meters
MASC – Maine Atlantic Salmon Commission
MBPL – Maine Bureau of Parks and Lands
MDEP – Maine Department of Environmental Protection
MDIF&W – Maine Department of Inland Fisheries and Wildlife
MDOC – Maine Department of Conservation
MDOT – Maine Department of Transportation
MDWP – Maine Drinking Water Program
ME-GAP – Maine Gap Analysis Program
MHPC – Maine Historic Preservation Commission
mi -miles
MNAP – Maine Natural Areas Program
MOA – Memorandum of Agreement
MOBILE5b – Mobile Source Emission Factor Model
mph – miles per hour
MPO – Metropolitan Planning Organization
M.R.S.A. – Maine Revised Statutes Annotated
MSA - Metropolitan Statistical Area
MSPO – Maine State Planning Office
NAAQS – National Ambient Air Quality Standards
NAC – Noise Abatement Criteria
NEPA – National Environmental Policy Act
NFIP – National Flood Insurance Program
NHPA – National Historic Preservation Act
NHS – National Highway System
NMFS – National Marine Fisheries Service
NO – Nitric Oxide
NOx – Nitrogen Oxides
NO2 – Nitrogen Dioxide
NPL – National Priority List
NPS – Nonpoint source
NPS – National Park Service
NRCS – Natural Resources Conservation Service
NRHP – National Register of Historic Places
NRIMC – Natural Resource and Information Mapping Center
NRPA – Maine Natural Resources Protection Act
NWI – National Wetlands Inventory
OD – Origin-Destination
OGIS – Maine Office of Geographic Information Systems
ORS – Outstanding River Segment
PAC – Public Advisory Committee
PEM – Palustrine Emergent Wetland
PFO – Palustrine Forested Wetland
PIN – Project Identification Number
PLT – Plantation
ppm – parts per million
PSS – Palustrine Scrub-Shrub Wetland

PUB – Palustrine Unconsolidated Bottom
RCRA – Resource Conservation and Recovery Act
REMI – Regional Economic Models, Inc. of Amherst, MA
ROD – Record Of Decision
RTAC – Regional Transportation Advisory Committee
S.A.D. – School Administrative District
SCS – Soil Conservation Service (now the NRCS)
SHPO – State Historic Preservation Officer
SIP – State Implementation Plan
SSA – Sole Source Aquifer
STPA – Maine’s Sensible Transportation Policy Act
STIP – Statewide Transportation Improvement Program
SWPPP – Stormwater Pollution Prevention Plan
T15 R4 – Township 15 Range 4 (example, numbers used vary)
TCP – Traditional Cultural Property
TDM – Transportation Demand Management
TIP – Transportation Improvement Program
TNM – Traffic Noise Model
TSM – Transportation Systems Management
Twp – Township
USA – United States of America
U.S.C. – United States Code
USDA – United States Department of Agriculture
USFWS – United States Fish and Wildlife Service
USGS – United States Geological Survey
USDOT – United States Department of Transportation
v/c – volume/capacity ratio
VOCs – Volatile Organic Compounds
vpd – vehicles per day
VHT – Vehicle-Hours Traveled
VMT – Vehicle-Miles Traveled
WELS – West of the easterly line of the state (this term is part of naming the unorganized townships of the State)
WPA – Wellhead Protection Area

Study Specific Terms

Census Tract – Defined by the U.S. Bureau of Census (1990) as a small, permanent statistical subdivision of a county in a metropolitan statistical area (MSA), delineated by a local committee of census data users for the purpose of presenting decennial census data.

Civilian Labor Force – Comprises all civilians 16 years of age and over that are classified as employed and unemployed during a particular reference week.

Commercial Office District (CO) – This zoning district was established by zoning ordinance to provide areas in the Town of Gorham which accommodate a suitable mix of retail commercial businesses and professional offices. Also allowed within this district are shopping centers, schools, hospitals, and churches.

Farmland – Land that is actively being used for agricultural purposes.

Industrial District (I) – This zoning district was established by zoning ordinance to provide areas within the Town of Gorham for manufacturing, processing, treatment, research, warehousing and distribution.

Narragansett District (ND) – This zoning district was established by zoning ordinance to allow for a wide range of non-residential uses that include good quality commercial, light industrial, and specialty enterprises which could enhance the economic base within the Town of Gorham.

Office Residential (OR) – This zoning district was established by zoning ordinance to allow for a mixture of residential uses and business and professional offices in close proximity to the existing commercial areas of the Town. The reuse and rehabilitation of existing structures is encouraged for new office uses.

Open Space – Lands permanently dedicated for agricultural uses, gardening, forestry, natural resource conservation, outdoor recreation or common open spaces.

Overlay District – The Manufactured Housing Park Overlay District allows a number of environmentally suitable locations in Gorham for the expansion of existing manufactured home parks and the development of new manufactured home parks. This district is often overlayed onto the rural residential and suburban residential zoning districts.

Roadside Commercial (RC) – This zoning district was established by zoning ordinance to designate areas of the Town of Gorham for general sales, services and business space. This district allows for auto-oriented businesses, including gas stations, and light industrial uses.

Rural (R) – This district district was established by zoning ordinance to designate areas of the Town of Gorham in which agricultural and rural land uses are encouraged and the development of very large scale residential uses are discouraged. This district allows one or two-family dwellings, exclusive of mobile homes.

Study Area – Located in the southern third of the Town of Gorham, encompassing approximately 40 square kilometers (19 square miles). The Study Area is generally centered around Gorham Village and includes Mosher Corner at its northeast corner. To the southeast, the Study Area extends along

Route 22 to the Scarborough Town Line. To the southwest, the Study Area extends to the Buxton Town Line, in the vicinity of U.S. Route 4/Route 202 and Osborne Road. West Gorham is at the northwest corner of the Study Area.

Suburban Residential (SR) -- This zoning district was established by zoning ordinance to designate areas where new low-density residential growth can occur outside existing built-up areas. Permitted uses include one and two family dwelling units, nursing homes, apartment buildings, schools, hospitals, and churches.

Suburban-Style Development – Suburban-style development patterns are typically lower density residential development, with no or limited public utilities, few public activities (churches, day care), and a clear separation of uses, resulting in residential land uses becoming distant from places of work and shopping.

Undeveloped Land – Classified as land that has little or no development on it.

Urban Commercial (UC) – This zoning district was established by zoning ordinance to designate areas to provide general sales, services and business space in the Town of Gorham. The redevelopment of parcels within this district consistent with the “village character” is encouraged.

Urban Residential (UR) – This zoning district was established by zoning ordinance to designate areas to provide areas for a variety of residential and service uses. One and two-family dwelling units, apartment buildings, schools, and nursing homes are uses that are acceptable within this district.

Village Center District (VC) – This zoning district was established by zoning ordinance to designate areas for small, local, retail sales, commercial service, and office uses which are in keeping with the scale and character of the Village while minimizing the traffic problems and interruptions created by such development. The rehabilitation and reuse of existing structures is encouraged.

Village Expansion Subarea -- This area is approximately bounded by Lovers Lane to the north, Libby Avenue to the east, Day Road to the south, and Weeks Road to the west. This area has been classified to encourage the expansion of Village residential and commercial uses. The density of residential and commercial uses should be comparable with existing uses. Outside of Gorham Village, where public services are reasonably available, suburban-style development patterns are encouraged.

Standard Terms

85th Percentile Speed – The 85th-percentile speed is the speed at which eighty-five (85) percent of the vehicles on a given highway travel at or below. The most common application of the value is its use as one of the factors for determining the posted, legal speed limit of a highway section. In most cases, the field measurements for the 85th-percentile speed will be conducted during off-peak hours.

100-Year Floodplain – The portion of the floodplain submerged by the statistical flood event with a 1 percent probability of occurring in any year.

Activity center – Activity centers are generally defined as areas that generate economic activity or areas that support a major industry. Houlton, Presque Isle, Caribou and Madawaska are the largest economic activity centers in Aroostook County and are important regional transportation resources. Industrial parks and major trucking generators in Mars Hill, Easton, Ashland, Limestone, Fort Fairfield, Fort Kent, and Van Buren are other important activity centers within Aroostook County.

Additional Farmland Soils of Statewide Importance – Soils that are nearly Prime Farmland and that produce high yields of crops when treated and managed according to acceptable farming methods (see definition of “Prime Farmlands” below).

Advisory Council on Historic Preservation (ACHP) – The major policy advisor to the Federal government in the field of historic preservation. The 20 members of the Council are appointed by the President and include the Secretary of Agriculture, the Secretary of the Interior, the Architect of the Capitol, the chairman of the National Trust for Historic Preservation, and the president of the National Conference of State Historic Preservation Officers.

Alkaline – With a pH value greater than 7: generally applied to soils and surface water.

Alkalinity - A measure of the capacity of water to neutralize acid. Alkalinity is primarily a function of bicarbonate, carbonate, and hydroxide ions and is typically expressed in parts per million (ppm) of calcium or magnesium ions.

Annual Average Daily Traffic (AADT) – The total yearly traffic volume on a given highway segment divided by the number of days in the year. AADT is expressed in vehicles per day (vpd).

Aquifer – Rock or sediment that is saturated with water and sufficiently permeable to transmit economically significant quantities of water to wells and springs.

Archaeological resources – Materials and objects that remain below the ground surface as evidence of the life and culture of historic, prehistoric, or ancient people, such as artifacts, structures, or settlements. Resources of concern are located in areas known or suspected to contain subsurface artifacts of pre-european or post-european settlement populations. Areas of expected moderate to high archaeological sensitivity according to various factors including present and past topography, exposure, slope, distance to water, and availability of food.

Archaeologically Sensitive Shorelines – Shores of waterbodies determined by the Maine Historic Preservation Commission (MHPC) to be likely to yield prehistoric artifacts, based on a predictive model using topography, hydrology, and surficial soil types to assess sensitivity.

Archaeologically Sensitive Surficial Deposits – Land forms that are likely locations of prehistoric settlements or gathering places, based on a MHPC predictive model that uses surficial geology (waterbodies, alluvium, lake bottom deposits, glacial outwash, and eskers) to assess sensitivity.

Army Corps of Engineers (ACOE) – A federal agency that administers Section 404 of the Clean Water Act and Section 10 of the Rivers and Harbors Act; its regulatory programs address wetlands and waterways protection.

Arterials – Roads with high traffic volumes that provide linkage between major cities and towns and developed areas, capable of attracting travel over long distances. Basically, they provide service to interstate and intercounty travel demand. The arterial system typically provides for high travel speeds and the longest trip movements. The degree of access control on an arterial may range from full control (freeways) to entrance control on, for example, an urban arterial through a densely developed commercial area.

At-grade – The intersection of two roads, or a road and a railway, that cross at the same elevation.

At-Risk Watershed – Watersheds contributing to waterbodies that are at risk of eutrophication due to new development and phosphorus-laden runoff. These waterbodies include public drinking water supplies and waters that currently exhibit algal blooms or other signs of eutrophication. At-risk watersheds are defined according to criteria in Maine's Stormwater Law (5 M.R.S.A. § 3331).

Attainment area – A geographic area in which levels of a criteria air pollutant meet the health-based primary standard (National Ambient Air Quality Standard) for the pollutant. Attainment areas are defined using federal pollutant limits set by the U.S. Environmental Protection Agency.

Avian – Refers to all things of, relating to, or derived from birds

Basaltic – A dark-colored extrusive igneous rock composed chiefly of calcium plagioclase and pyroxene that underlies the oceanic basins and comprises oceanic crust.

Best Management Practice (BMP) – A structural and/or management practice employed before, during and after construction to protect receiving water quality. These practices either provide techniques to reduce soil erosion or remove sediment and pollutants from surface runoff.

Biodiversity – The diversity of genes, species, and ecosystems. This term includes the entire hierarchy of ecological organization, and encompasses regional ecosystem diversity (landscape diversity), local ecosystem diversity (community diversity), species diversity, and genetic diversity within populations of a species.

Biophysical region – A relatively homogeneous area based on analysis of topography, climate, and species richness of vertebrates and plants.

Business incubator – A facility intended to provide space and resources for newly-formed businesses.

Calcareous pelite – A fine-grained sedimentary rock consisting mostly of clay and/or silt that has an abundance of calcium carbonate.

Cambrian – The first geologic time period of the Paleozoic Era. The Cambrian period spanned from approximately 590 to 505 million years ago.

Carbon monoxide (CO) – A colorless, odorless, tasteless gas formed in large part by incomplete combustion of fuel. Full combustion activities (i.e. transportation, industrial processes, space heating, etc.) are the major sources of CO.

Collector Roads – Roads characterized by a roughly even distribution of their access and mobility functions. These routes gather traffic from local roads and streets and deliver it to the arterial system. Traffic volumes and speeds will typically be lower than those of arterials.

Community Cohesion – The interactions among persons and groups in a community, including social relationships and patterns.

Community Supply – A public water system that is comprised of one or multiple wells or reservoirs that serves at least 25 residents throughout the year.

Conglomerate – A clastic sedimentary rock composed of lithified beds of rounded gravel mixed with sand.

Controlled-Access Highway – A highway that provides limited points of access and egress. Freeways, such as I-95, are controlled access highways in which access points occur only at interchanges. These highways serve mobility needs, and are designed to accommodate higher travel speeds.

Cost effectiveness – In the context of this study, cost effectiveness is an economic measure used to evaluate and compare the corridors in this study. Cost effectiveness is defined as the present value of the 2030 gross regional product (GRP) growth per dollar of construction cost. In this way, cost effectiveness compares the relative future economic benefits against the size of the investment required to generate those benefits.

Cumulative impacts – The impacts on the environment that result from the incremental impact of a project when added to other past, present, and reasonable foreseeable future actions regardless of what agency or person undertakes such other actions.

Daily traffic volume – The number of vehicles that use a given roadway over a 24-hour period in both directions.

dBA – An abbreviation for A-weighted decibel. The decibel is a unit used to describe sound pressure levels on a logarithmic scale. For community noise impact assessment, an A-weighted frequency filter is used to approximate the way humans hear sound.

Deciduous – Refers to woody vegetation, such as oak or maple trees, that shed their leaves after the growing season.

Deer Yard – Areas of softwood-dominated forest that provide food resources and shelter for deer during severe winter conditions.

Demand – Vehicular traffic demand (volume) on a given highway segment, expressed in vehicles per day (vpd).

Demand shift – The change in demand (volume) on a given highway segment, expressed in vehicles per day (vpd). Demand shifts can be caused by new corridors that provide a faster and/or shorter travel route.

Design Hourly Volume (DHV) – The hour used for geometric design of highways, typically the 30th highest traffic volume of the year.

Design speed – The maximum safe speed that can be maintained over a specified section of highway when conditions are so favorable that the design features of the highway govern. The design speed should equal or exceed the posted/regulatory speed limit of the facility.

Development node – An area that has experienced or is expected to experience development and a resulting growth in employment and/or population.

Devonian – The oldest period of the Upper Paleozoic Era, covering a time span between approximately 400 and 360 million years ago.

Disadvantaged Population – A group of people, living in one area, who have a median income below the federal poverty level, or who exhibit other indicators of economic disadvantage.

Dolostone – A carbonate rock made up predominantly of the mineral dolomite, $\text{CaMg}(\text{CO}_3)_2$.

Draft Environmental Impact Statement (DEIS) – The document prepared by the Federal Highway Administration (FHWA) in accordance with FHWA National Environmental Policy Act (NEPA) regulations (23 CFR Part 771). These regulations require that the EIS evaluate all reasonable alternatives considered, discuss the reasons that alternatives have been eliminated from detailed study, summarize the studies, reviews, consultations, and coordination required by environmental laws and Executive Orders.

Driver eye height – The height above the road of the eyes of vehicle drivers, a function of the seating height, and important in stopping sight distance considerations.

Ecoregion – An area defined by similar climate, topography, and biological communities.

Edge effect – The potential impacts to natural plant and animal communities that result from the creation of new edge habitat, which may include increased predation, decreased reproductive success, and changes in community composition.

Edge habitat – An area along a transitional zone between two or more vegetation cover types that provides feeding, breeding, nesting, or cover habitat for wildlife.

Endangered Species – Any species which is in danger of extinction throughout all or a significant portion of its range.

Environmental Assessment (EA) – The document prepared by the Federal Highway Administration (FHWA) in accordance with FHWA National Environmental Policy Act (NEPA) regulations (23 CFR Part 771). The EA provides sufficient evidence of analysis that determines whether to prepare an Environmental Impact Statement or a Finding of No Significant Impact. The environmental assessment includes documentation specified in 40 CFR parts 1500-1508, §1508.9 and §1508.13.

Environmental Justice – Executive Order 12898 requires each federal agency to “make achieving environmental justice part of its mission by identifying and addressing... disproportionately high and adverse human health or environmental impacts on minority populations and low-income populations.”

Esker – An elevated linear or sinuate glacial landform resulting from deposition of glacial streambed gravels.

Essential Fish Habitat (EFH) – Those waters and substrate necessary to fish for spawning, breeding, feeding, or growth to maturity, as defined by the regional Fishery Management Council.

Eutrophication – Change in the biological and physical characteristics of a body of water due to increased nutrient input that result in increased productivity. Eutrophication may occur naturally or through man-induced changes in nutrient inputs.

Farmland Protection Policy Act (FPPA) – A statute enacted in 1981 by the United States Congress to ensure that significant agricultural lands be protected from conversion to non-agricultural uses. For highway projects receiving federal aid, the regulations promulgated under the FPPA (7 CFR Part 658, 1984) require a state highway authority (MDOT) to coordinate with the USDA Natural Resources Conservation Service. The FPPA regulates four types of farmland soils; prime farmland, unique farmland, farmland of state-wide importance, and farmland of local importance.

Farmland Soils – Soils suited to producing crops; those with soil quality, growing season and moisture supply needed to produce a sustainable yield when treated and managed using acceptable methods. Specifically, farmland soils are those soil types designated by the Natural Resources Conservation Service (NRCS) in accordance with the Farmland Protection Policy Act (FPPA) of 1981 by the United States Department of Agriculture (USDA).

Federal Emergency Management Agency (FEMA) – A federal agency that regulates federal actions in floodplains.

Federal Highway Administration (FHWA) – The branch of the U.S. Department of Transportation responsible for administering the funding of federal-aid highway projects.

Federal-Aid System – The federal-aid system consists of those routes within Maine that are eligible for the categorical federal highway funds.

Felsic – A generally light-colored igneous rock with significant amounts of silica, oxygen, aluminum, and potassium.

Final Environmental Impact Statement (FEIS) – The document prepared after circulation of a draft EIS and consideration of comments received. FHWA NEPA regulations (23 CFR Part 771.125) require that the FEIS identify a preferred alternative, evaluate all reasonable alternatives considered, discuss and respond to substantive comments on the EIS, summarize public involvement, and describe the mitigation measures that will be incorporated into the proposed action.

Floodplain – The level area adjoining a river channel inundated during periods of high flow.

Floodway – The channel of a stream, plus any adjacent floodplain areas, that must be kept free of encroachment in order that the 100-year flood is carried without substantial increases in flood heights.

Forest block – Units of forest uninterrupted by roadways or other disturbance.

Fragmentation – Subdivision of a forest or other habitat into isolated patches by roads, land clearing, or other human or natural alterations of the landscape, accompanied by the loss of a certain portion of the original habitat.

Freeways – The freeway (or interstate) is the highest level of arterial. Full control of access, high design speeds and a high level of driver comfort and safety characterize these highways.

Functional Conflict – Highways provide a balance between providing access (with multiple access points) and mobility (with limited access points). Freeways are designed to maximize mobility and serve regional traffic demands as opposed to local roads (or collectors) that provide multiple access points to adjacent land uses (residences or businesses). Functional conflicts arise when regional traffic that would be better served on a Freeway uses local roads.

Geographic Information System (GIS) – A computer-based application used to perform spatial analysis.

Geometric deficiency - A deficiency that occurs when a highway's geometric characteristics (lane width, shoulder width, horizontal curvature, vertical grade, etc.) do not meet prevailing design standards.

Glacial outwash – Surficial sand and gravel sediments deposited ahead of a glacier by glacial meltwater.

Glacial till – Compact surficial sediments consisting of poorly sorted, mixed minerals and rocks, deposited by melting glaciers.

Grade – The slope of a road along the direction of travel, normally characterized by the vertical rise per unit of longitudinal distance.

Grade separation – The intersection of two roads, or a road and a railway, that cross at different elevations. One roadway overpasses or underpasses the other roadway with a structure(s).

Gross Regional Product (GRP) – Gross Regional Product is one of the major economic indices of the socio-economic development of a region. GRP is equal to the total of added values in the

regional economic industries, estimated as a difference between production and intermediate consumption.

Groundwater Recharge Protection Areas – Areas of land designated by water resource agencies that rainwater or snowmelt percolates and replenish the underlying aquifer in the area of a public well. These areas require special protection because they directly affect the quality and safety of the public drinking water supply.

GW-A – The highest groundwater classification in Maine. GW-A is applied to water suitable for direct human consumption without treatment.

Habitat Consultation Areas Mapping Program (HCAMP) – A cooperative program of the MDIF&W and MNAP to provide mapping showing the areas of state-listed endangered and threatened animals and plants.

Herpetofauna – Refers to reptile and amphibian species.

High Crash Location (HCL) – A High Crash Location is an intersection or highway segment that experiences an abnormally high number of accidents relative to the traffic demands that are served. For the State of Maine, the Maine Department of Transportation identifies HCLs.

Highway Reconstruction/Rehabilitation – Reconstruction of an existing highway is undertaken when the pavement structure or alignment of the existing facility is deficient. Reconstruction includes removal and replacement of the entire pavement structure, significant changes in the vertical or horizontal alignment, or addition of lanes. Rehabilitation includes resurfacing and other minor repairs intended to extend the service life of the existing facility and enhance highway safety.

Historic resources – Properties, structures and districts that are listed in or have been determined to be eligible for listing in the National Register of Historic Places.

Hourly traffic volume – The number of vehicles that use a given road over a 1-hour period.

Hydric soils – Soils that are saturated, flooded, or ponded long enough during the growing season to develop at least temporary conditions where there is no free oxygen in the soil around the roots. Hydric soils correspond to federally and state regulated wetlands in many circumstances.

Hydrologic regime – The frequency and duration of inundation or soil saturation of a given area.

Impacted Receiver – A condition that exists if sound levels approach or exceed the Noise Abatement Criteria (NAC) or a 15-decibel (dBA) increase in ambient noise levels.

Impervious surface – Relating to hydrology. A surface through which precipitation cannot penetrate, causing direct runoff or perching (examples include asphalt paving roofs, and densely compacted gravel).

Interstate – A freeway-type highway that is part of the National Highway System.

Interstate Highway System – The network of Interstate Highways established by the Federal-Aid Highway Act of 1956. The statute established a 41,000-mile network of controlled-access highways (expanded to 42,000 miles by legislation in 1968) intended to connect all metropolitan areas with populations greater than 50,000 and all state capitals.

Just-In-Time Delivery – Commercial deliveries that arrive immediately prior to their use. Just-in-time deliveries help producers minimize storage or warehousing space.

Kettle – A depressional glacial landform resulting from a melting block of ice embedded in till.

Labor Market Area (LMA) – Labor market areas are regional areas with a high concentration of employment opportunities. These are economically integrated units within which workers may readily change jobs without changing their place of residence.

Lacustrine – Of and related to lakes.

Land and Water Conservation Fund – A system for funding Federal, State and local parks and conservation areas, created by the Land and Water Conservation Fund Act of 1964.

Limited-Access facility – A highway where access to abutting properties is restricted or limited by control of the right-of-way.

Link – A new or existing highway segment between two defined end-points.

Lithic sandstone (graywacke) – A variety of sandstones characterized by angular-shaped grains of quartz and feldspar and small fragments of dark rock set in a matrix of finer particles.

Local Roads and Streets – All public roads and streets not classified as arterials or collectors will have a local classification. Local roads and streets are characterized by many points of direct access to adjacent properties and have relatively minor role in accommodating mobility. Speeds and traffic volumes are usually low.

Mafic – A generally dark-colored igneous rock with significant amounts of one or more ferromagnesian minerals, or formed from a magma with significant amounts of iron and magnesium.

Magnuson-Stevens Fishery Conservation and Management Act – Legislation (16 U.S.C. 1855(b)) governing all fisheries resources within 320 kilometers (200 miles) of the U.S. coast that established regional Fishery Management Councils and required the preparation of Fisheries Management Plans.

Maine Highway Design Guide – A tool developed by the Maine Department of Transportation that provides guidance for the design of roads and highways in the State of Maine in addition to the Federal Highway Administration design criteria.

Maine Land Use Regulation Commission (LURC) – Title 12, M.R.S.A, Chapter 206 –A Commission established by Title 12, M.R.S.A., Chapter 206 to administer the Land Use Regulation Law (12 M.R.S.A. § 681) by preparing land use standards prescribing standards for the use of air, lands and waters within the plantations and unorganized townships of Maine.

Maine's Sensible Transportation Policy Act (STPA) – Maine's Sensible Transportation Policy Act is a state law enacted in 1991 by the citizens of Maine that provides a decision making framework for examining a range of alternatives. The STPA is applicable to transportation planning decisions, capital investment decisions, and project selection decisions made by the Maine Department of Transportation (MDOT).

Maine State Design Standards – State adopted (February 1997) travelway and shoulder design width criteria for non-National Highway System facilities.

Major Collector Road – Collector Roads that tend to serve higher traffic volumes than other Collector Roads. Major collector roads typically link arterials. Traffic volumes and speeds will typically be lower than those of Principal Arterials.

Mesoscale air quality analysis – A regional-level analysis of air for chemical constituents

Metamorphosed – With respect to rock, a rock formation that has been altered by the action of heat and pressure.

Microscale air quality analysis – An analysis of air for chemical constituents, typically conducted for a small study area such as an intersection.

Mill Rate – The property tax rate, per \$1,000 of assessed value.

Minor Arterial – Minor arterials are highways that tend to link Collector Roads to Principal Arterials and serve lower traffic volumes than typical arterials. Minor Arterials are also typically designed at lower travel speeds than Principal Arterials.

Mitigation – Actions that avoid, minimize, or compensate for potential adverse impacts.

Multi-modal service – The act of providing alternative modes or choices of transportation service, such as bus, rail, taxi, etc.

National Ambient Air Quality Standards (NAAQS) – The prescribed level of pollutants in the outside air that cannot be exceeded during a specified time in a specified geographic area.

National Environmental Policy Act of 1969, as amended (NEPA) – The federal legislation that requires an interdisciplinary approach in planning and decision-making for federal-aid actions. The Act includes requirements for the contents of environmental impact statements that are to accompany every recommendation for major federal actions significantly affecting the quality of the human environment. The interdisciplinary study approach includes the analysis of potential impacts to the natural, social and economic environment.

National Highway System (NHS) – The National Highway System is a system of those highways determined to have the greatest national importance to transportation, commerce and defense in the United States. It consists of the Interstate highway system, logical additions to the Interstate system, selected other principal arterials, and other facilities that meet the requirements of one of the subsystems within the NHS.

National Historic District – An area, comprising numerous buildings and their setting, identified as historic in the National Register of Historic Places.

National Priority List (NPL) – The “Superfund” statute (42 U.S.C. Sect. 9601) requires the EPA to establish a National Priorities List of sites which are to be given top priority consideration for removal of hazardous substances and remedial action.

National Register of Historic Places – A list of structures, sites and districts of national historical significance as determined by the Advisory Council on Historic Preservation under the National Historic Preservation Act.

National Wetlands Inventory (NWI) – A program administered by the U.S. Fish and Wildlife Service for mapping and classifying wetland resources in the United States.

Natural Resources Conservation Service (NRCS) – Formerly the Soil Conservation Service, NRCS is a department within the United State Department of Agriculture that is responsible for administering the Farmland Protection Policy Act.

New Location Highway – A highway proposed to be constructed on land not currently used for transportation facilities.

Nitrogen Oxides (NOx) – Nitric oxide (NO) and Nitrogen dioxide (NO₂) are collectively referred to as oxides of nitrogen (NOx). NO forms during high temperature combustion process. NO₂ forms when NO further reacts in the atmosphere. NOx reacts with the sunlight to form ozone, a colorless gas associated with smog or haze conditions. Ozone is a pollutant regulated by the Clean Air Act Amendments of 1990.

Noise abatement criteria (NAC) – Noise levels measured in decibels that are used as a basis of comparison for evaluating the impact from predicted design year noise and for determining whether noise abatement measures should be considered.

Noise abatement measures – Actions that reduce traffic noise impacts. Noise abatement measures can be traffic management measures, alteration of horizontal and vertical alignments,

acquisition of property rights for construction of noise barrier, construction of noise barriers, acquisition of real property or interest for buffer zones, or noise insulation of public use or nonprofit institutional structures.

Noise receptor – Locations that may be affected by noise: sensitive receptors include residences, parks, schools, churches, libraries, hotels, and other public buildings.

Non-Community Supply – A public water system that serves at least 25 persons at least 60 days out of the year and is not a community or a seasonal water system.

Non-Point Source pollution (NPS) – Pollution of waterbodies that does not originate at a single specific source such as an industrial discharge or discharge from a wastewater treatment plant. Sources of non-point pollution include runoff from highways, agricultural fields, golf courses, and lawns.

Other Principal Arterial – Highways that provide access between arterials and a major port, airport, public transportation facility or other Intermodal transportation facility. Other Principal Arterials tend to serve lower traffic demands than Principal Arterials.

Outstanding River Segment (ORS) – A section of a river or stream designated by the Maine Natural Resources Protection Act (12 M.R.S.A. § 403) for protection because of the special resource values of its flowing waters and shorelines.

Ozone – A gas which is a variety of oxygen. Ozone is a pollutant regulated by the Clean Air Act Amendments of 1990. Ground-level ozone is the main component of smog. Ozone is not directly emitted by motor vehicles, but is formed when oxides of nitrogen react with sunlight.

Palustrine – The group of vegetated wetlands traditionally called by such names as marsh, swamp, bog, fen, and prairie. Palustrine wetlands may be situated shoreward of lakes, river channels, or estuaries; on river floodplains; in isolated catchments; or on slopes.

Palustrine Forested Wetland (PFO) – A palustrine wetland dominated by trees, commonly referred to as a swamp.

Palustrine Emergent Wetland (PEM) – A palustrine wetland dominated by herbaceous species, typically cattails, sedges and grasses, commonly referred to as a marsh.

Palustrine Scrub-Shrub Wetland (PSS) – A palustrine wetland dominated by shrubs.

Passing Sight Distance – The distance a passing vehicle on a two lane road will travel during a passing movement, plus an equal distance that an oncoming vehicle will travel during that time, plus a clearance distance or safety factor.

Peak hour – The hour of the day when traffic volume on a given roadway is highest. A separate peak hour can be defined for morning and evening periods.

Peak hour volume – The traffic volume that occurs during the peak hour, expressed in vehicles per hour (vph). Peak hour volumes are typically 10 to 15 percent of daily volumes.

Peak Hour Leq – Represents the noisiest hour of the day/night and usually occurs during peak periods of motor vehicle traffic. The Leq is the equivalent sound level measurement, which means it averages background sound levels with short-term transient sound levels and provides a uniform method for comparing sound levels that vary over time.

Posted speed limit – The speed posted for a facility based on engineering and traffic investigation.

Prehnite – A silicate mineral that forms in the cavities of basaltic rocks, low temperature hydrothermal fissures, and in limestone.

Primary/direct impacts – The immediate effects on the social, economic, and physical environment caused by the construction and operation of a highway; these impacts are usually experienced within the right-of-way or in the immediate vicinity of the highway or other element of the proposed action.

Prime Farmland Soil – Soil map units that are designated by the Natural Resources Conservation Service as having the properties needed to produce sustained high yield crops when managed with modern farming techniques.

Principal Arterials – Highways in rural and urban areas that connect urban areas, international border crossings, major ports, airports, public transportation facilities or other Intermodal transportation facilities.

Pumpellyite – A silicate mineral, closely related to epidote that forms in pelitic and dolomite rocks.

Rare and Exemplary Natural Community – An assemblage of interacting plants and animals and their common environment, recurring across the landscape, in which the effects of recent human interference are minimal. Rare natural communities are those which occur infrequently. Exemplary natural communities are exceptional representatives of more common natural communities.

RCRA Generator – An entity that produces hazardous waste regulated under the Resource Conservation and Recovery Act (RCRA) (42 U.S.C. sect. 6901), which mandates the appropriate identification, tracking, and disposal of hazardous waste.

Record of Decision (ROD) – The document, prepared by the Federal Highway Administration, that presents the basis for the Federal agency action, summarizes any mitigation measures to be incorporated, and documents any required Section 4(f) approvals. No Federal agency action may be undertaken until a Record of Decision has been signed. A Record of Decision is prepared no sooner than 30 days after the public release of the FEIS.

Relocations – The displacement of a residence, business or other structure from a property owner, for public use, that requires the residents or business to be moved to an alternate location.

REMI Model – The REMI Model (Regional Economic Models Inc.) is a widely used and accepted econometric model maintained and updated by the Center for Business and Economic Research at the University of Southern Maine.

Riparian – An area of land that encompasses and is contiguous to a stream or other water body.

Riverine – Of and relating to rivers.

Safety deficiency – In the context of this study, a safety deficiency is a highway segment or intersection that contains a high crash location (HCL).

Secondary impacts – Impacts that are caused by the proposed action and are later in time or farther removed in distance, but are still reasonably foreseeable; secondary impacts may include induced changes to land use patterns, population density or growth rate, and related effects on natural systems, including ecosystems.

Section 10 of the Rivers and Harbors Act of 1899 (Section 10) – Legislation (33 U.S.C. Section 403) that resulted in a permit being required from the Army Corps of Engineers for projects requiring construction in or over navigable waters, the excavation from or dredging or disposal of materials in such waters, or any obstruction or alteration in a navigable water (e.g. stream channelization).

Section 106 of the Historic Preservation Act (Section 106) – The National Historic Preservation Act of 1966 (16 U.S.C. 470f), Section 106, requires Federal agencies to take into account the effect of their undertakings on properties included in or eligible for inclusion in the National Register of

Historic Places and to afford the Advisory Council on Historic Preservation the opportunity to comment on such undertakings.

Section 4(f) of the Department of Transportation Act of 1966 (49 U.S.C., Section 303) (Section 4(f)) – Legislation protecting publicly owned parks, public recreation areas, historic properties or wildlife and waterfowl refuges. The statute states that no Department of Transportation project may use land from these areas unless there is demonstrated to be no prudent and feasible alternative to using the land, and the project includes all possible planning to minimize harm resulting from the use.

Section 404 of the Clean Water Act (Section 404) – The Federal Water Pollution Control Act Amendments of 1972 (33 U.S.C. 401 et seq.) is the enabling legislation for protection of waters of the United States by the Army Corps of Engineers and the U.S. Environmental Protection Agency.

Section 6(f) of the Land and Water Conservation Funds Act (Section 6(f)) – Legislation that provides for the public purchase and preservation of tracts of land.

Sight distance – The distance that a driver can see along the roadway before curvature or obstructions block the view.

Significant Sand and Gravel Aquifer – A porous formation of ice-contact and glacial outwash sand and gravel that contains significant removable quantities of water which is likely to provide drinking water supplies.

Significant Wildlife Habitat – Wildlife habitats, including deer wintering yards, waterfowl and wading bird habitat, seabird nesting habitat, and significant vernal pools, that are protected under 38 M.R.S.A. § 480-B.

Silurian – The third geologic time period of the Paleozoic. The Silurian period lasted from approximately 438 to 408 million years ago.

Sole Source Aquifer (SSA) – An aquifer designated by EPA as the “sole or principal source” of drinking water for a given aquifer service area; that is, an aquifer that is needed to supply 50% or more of the drinking water for that area and for which there are no reasonably available alternative sources should the aquifer become contaminated.

State Implementation Plan (SIP) – A plan created under The 1990 Clean Air Act Amendments (CAAA) that establishes emission reduction requirements for ozone and carbon monoxide non-attainment areas. Proposed projects must demonstrate that the impacts of their emissions are consistent with the appropriate SIP.

Stormwater Pollution Prevention Plan (SWPPP) – A plan required for major construction projects under the EPA’s National Pollutant Discharge and Elimination System (NPDES) general permit for construction activities. The SWPPP is required to address measures to prevent erosion, sedimentation, and other potential discharges of pollutants to water bodies and wetlands.

Stormwater runoff – The portion of precipitation that flows toward stream channels, lakes, or other waterbodies as surface flow.

Surface Water Supply Watershed – The watershed that contributes to a public drinking water supply.

System compatibility – System compatibility describes how well alternatives, either new highways or upgrades, fit into the existing highway network and the planned transportation improvement plan.

System continuity – System continuity is defined by how often the existing highways transition between wide, higher speed segments to narrow, low speed segments.

Threatened Species – Any species which is likely to become an endangered species within the foreseeable future throughout all or a significant portion of its range.

Traditional Cultural Property (TCP) – A property or site that is eligible for inclusion in the National Register of Historic Places because of its association with cultural practices or beliefs of a living community that are rooted in that community's history and are important to maintaining the continuing cultural identity of the community.

Traffic generator – Any business, government office, or place of employment or destination that generates or attracts traffic.

Transportation deficiencies – A highway related facility that is unable to safely and efficiently satisfy travel demands because of the intensity of traffic volumes, capacity, and/or safety.

Transportation Demand Management (TDM) – A system of actions whose purpose is to alleviate traffic problems through improved management of vehicle trip demand as opposed to adding new highway segments.

Transportation Improvement Program (TIP) – A staged multiyear program of transportation projects funded by the Federal Highway Administration and Federal Transit Administration.

Transportation Systems Management (TSM) – Relatively low cost measures to increase capacity and/or provide safety improvements on the existing transportation system. These measures typically include traffic signal timing or phasing adjustments, designation of turning lanes at specific intersection or driveways, access management improvements, and enhanced signage or markings.

United States Department of Agriculture (USDA) – A federal agency responsible for administering programs that address farming issues

United States Environmental Protection Agency (EPA) – A federal agency responsible for administering programs that address environmental issues.

United States Fish and Wildlife Service (USFWS) – A federal agency responsible for addressing the protection of fish and wildlife including rare, threatened, or endangered species. The USFWS plays an advisory role in the Section 404 regulatory program administered by the U.S. Army Corps of Engineers.

Upgrade – A geometric improvement to an existing highway segment.

Upper Devonian – The Devonian Period, which lasted from approximately 408 to 360 million years ago, contains three epochs. The Upper Devonian Epoch lasted from approximately 365 to 360 million years ago.

Vegetation cover type – A biological community characterized by certain vegetation characteristics, such as hardwood forest, mixed forest, shrub, herbaceous, and urban or residential managed vegetation.

Vehicle-Hours Traveled (VHT) – VHT is a measure of automobile use and trip time. One vehicle traveling one hour constitutes one vehicle-hour.

Vehicle-Miles Traveled (VMT) – VMT is a measure of automobile use and trip length. One vehicle traveling one mile constitutes one vehicle-mile.

Vernal pool – A temporary pool of surface water that provides breeding habitat for certain amphibian and invertebrate species.

Volatile Organic Compounds (VOCs) – Colorless gaseous compounds originating, in part, from the evaporation and incomplete combustion of fuels. In the presence of sunlight VOCs react to form ozone, a pollutant regulated by the Clean Air Act Amendments.

Waterfowl and Wading Bird Habitat – Wetlands that provide habitat for waterfowl (geese, brant, ducks) and wading birds (heron, egrets, bittern, rails), and that meet certain criteria for size, quality, and percent open water as established by Department of Inland Fish & Wildlife regulations.

Watershed – A region or area that contains all land ultimately draining to a water course, body of water, or aquifer.

Wellhead Protection Area (WPA) – Areas of land where human activities are regulated to protect the quality of ground water that supplies public drinking water wells.

Wetland – Areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions.

Wild and Scenic River – A river or river segment, designated by the National Park Service, because of the outstandingly remarkable scenic, recreational, geologic, fish and wildlife, historic, cultural or other similar values (16 U.S.C. 1271-1287).

1. Introduction

This technical report documents the existing social and economic resources in the Study Area for the Gorham Bypass Study and Environmental Assessment (EA) (Gorham Bypass Study).

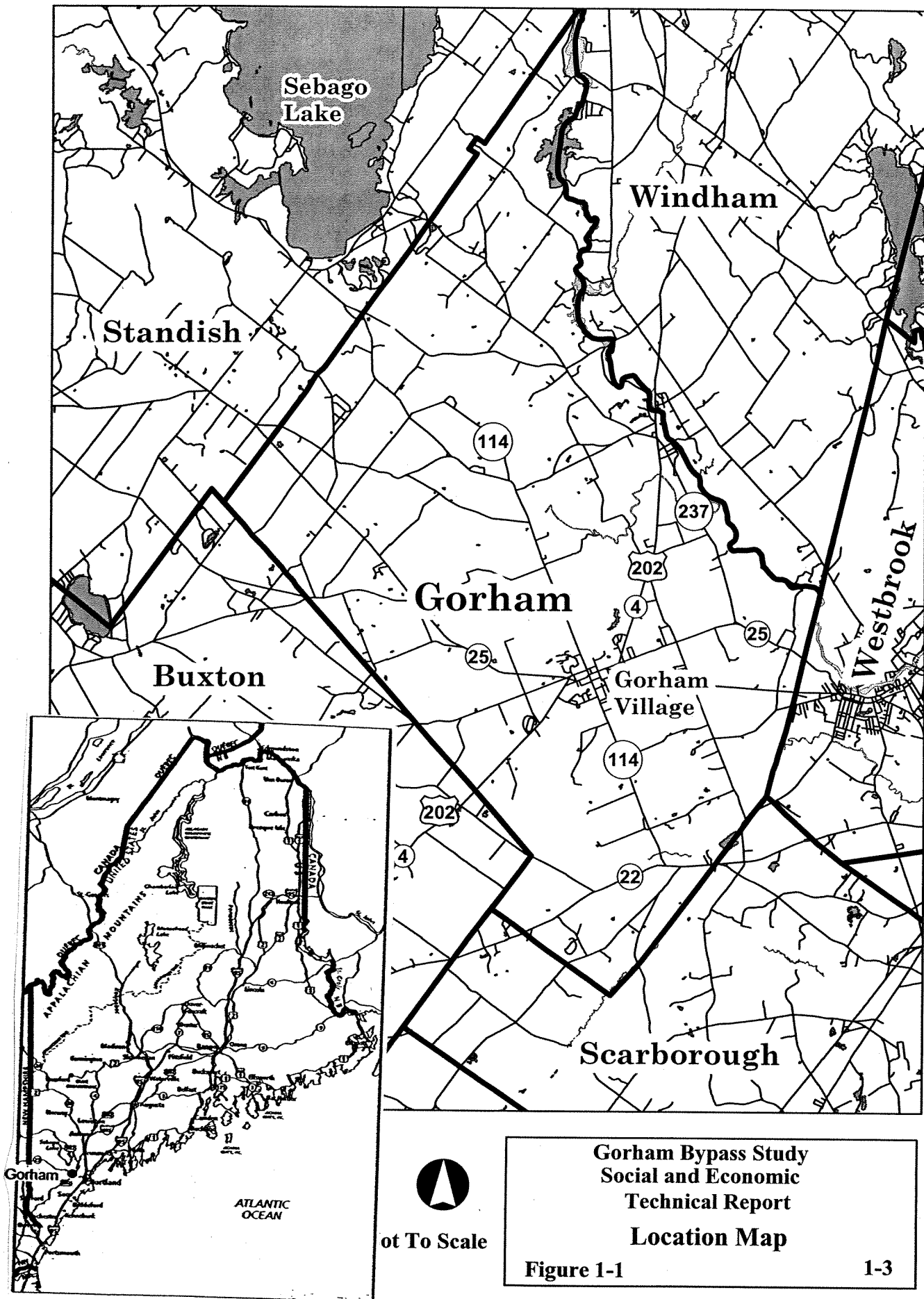
The Gorham Bypass Study is being prepared to address one component of the Preferred Improvement Strategy for the Gorham to Portland Route 25 Corridor, "a Southerly Bypass of Gorham Village, from Route 25/Ossipee Trail west of the Village to Route 114/South Street south of the Village" (Gorham-Portland Corridor Alternatives Analysis: PACTS, 1997). This technical report is part of the Environmental Assessment prepared in accordance with National Environmental Policy Act (NEPA) requirements as outlined in 40 CFR 1500-1508 of the Department of Transportation Act of 1966, as amended.

The Town of Gorham is located 15.2 kilometers (9.5 miles) west of Portland, Cumberland County, Maine (Figure 1-1, page 1-3). The Town of Gorham is part of the Greater Portland Metropolitan Statistical Area (MSA). Highway access to the Town of Gorham is provided by U.S. Route 202, and State Routes 4, 22, 25, 114, and 237. State Route 22 connects to the Maine Turnpike, Interstate Route 95 (I-95), from Gorham Village approximately 10.3 km (6.4 mi) and Route 25 connects with the Maine Turnpike, Interstate Route 95 (I-95), approximately 11.6 km (7.2 mi) to the east.

The Town of Gorham was settled in 1736, and incorporated as a town in 1764. The Town of Gorham was established as a rural agricultural community with scattered, rural residential development serving activities associated with farming and mill industries. Centrally located within the town is Gorham Village, a compact village of homes and businesses. Since the 1970s, the Town of Gorham has become increasingly developed, with more of the countryside being converted to new low density residential development. Gorham Village has experienced increased traffic congestion as a result of an increase in population growth in the Town of Gorham and the surrounding area, increasing amount of commuters passing through Gorham Village, and activities associated with the University of Southern Maine whose Gorham campus is located in Gorham Village. The communities of Buxton, Standish, Waterboro, and Limington located west of Gorham have also grown in the past decade, which in turn has led to an increase in commuter traffic through Gorham Village.

The Town of Gorham has become an attractive community in which to reside due to the availability of land for residential development, its open spaces, its school system, and its close proximity to nearby employment centers. In addition, the Town of Gorham continues to make efforts to attract new business and commerce within its borders, which in turn creates job opportunities for its residents. In 1992 the Town of Gorham established an Economic Development Corporation in order to stimulate economic growth within the Town. Continual goals of the Gorham Economic Development Corporation are to attract a variety of businesses to the Town of Gorham, to inventory development-ready industrial and commercial land to meet the demands of additional growth, and to increase the tax base of the town.

The Study Area, as depicted in Figure 1-2, page 1-4, is located in the southern third of the Town of Gorham and encompasses approximately 49 square kilometers (19 square miles). The Study Area is generally centered around Gorham Village and includes Mosher Corner, at its northeast corner. To the southeast, the Study Area extends along Route 22 to the Scarborough Town Line. To the southwest, the Study Area extends to the Buxton Town Line, in the vicinity of Routes 4/Route 202 and Osborne Road. West Gorham is at the northwest corner of the Study Area.



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2. Inventory of Existing Social and Economic Resources within the Region and Study Area

2.1 Demographic Characteristics

This section provides current demographic characteristics and trends of the region and where possible, the Study Area. Data are compiled for the Town of Gorham, Cumberland County, the Portland Metropolitan Statistical Area (MSA), and the State of Maine. In addition, 1990 U.S. Census Data are provided. At the time of this study, a complete dataset from the 2000 Census was limited, and therefore was not included for analysis.

2.1.1 Population

The Study Area consists of portions of four census tract subdivisions. A census tract is defined by the U.S. Bureau of the Census (1990) as a small, relatively permanent statistical subdivision of a county in a Metropolitan Statistical Area (MSA), delineated by a local committee of census data users for the purpose of presenting decennial census data. Census tract boundaries normally follow visible features but may follow governmental unit boundaries and other nonvisible features in some instances.

Census tracts are designed to be relatively homogeneous units with respect to population characteristics, economic status, and living conditions at the time the tracts were established. Within the Study Area, there are four census tracts: Tract 39, 40.01, 40.02, and 41 as depicted in Figure 2-1, page 2-2. Although a small portion of Tract 39 lies within the extreme southeast corner of the Study Area, it has been excluded from analysis due to its small overlap within the Study Area. Where appropriate, census tract information would be used to depict where differences in demographics occur in the Study Area.

The Town of Gorham is one of twenty-one cities and towns that comprise the Portland Metropolitan Statistical Area (MSA). Gorham has been one of the fastest growing communities in the Portland Metropolitan Statistical Area (MSA). Table 2-1, page 2-3 shows that Gorham's population growth from 1970 to 1980, and again from 1980 to 1990 has been consistently greater than the population growth of the Portland MSA, Cumberland County and the State of Maine. The Town of Gorham has been experiencing an in-migration of households over the past two decades. Discussions with planning officials in the Town of Gorham indicate that the increase in population is due to its convenient location to key economic and employment centers found in the area and its suburban living environment (Gorham Planning Department, 2000).

Based upon census tract data, the population of the Study Area is approximately 5,500 people (1990 Census). There are approximately 1,775 people living north of Route 25, within the Study Area. In addition, there are over 3,700 people living south of Route 25 within the Study Area. The estimated population density, of the Study Area, is 13 people/square kilometer (5 people/square mile) living north of Route 25, and 36 people/square kilometer (14 people/square mile) living south of Route 25.

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**Table 2-1
Historical Population Growth**

Jurisdiction	Population				
	1970	1980	1990	1970-1980 % Change	1980-1990 % Change
Town of Gorham	7,839	10,101	11,856	28.9	17.4
Portland MSA	174,403	193,831	221,120	11.1	14.1
Cumberland County	192,528	215,789	243,135	12.1	12.7
State of Maine	992,048	1,124,660	1,227,928	13.4	9.2
Source: US Census: 1970, 1980, 1990; www.census.gov .					

Table 2-2, page 2-4 shows that Gorham's population growth to the year 2025 is projected to be moderate, as compared to other communities in the Portland MSA. Nonetheless, Gorham is expected to remain the sixth largest community in the Portland MSA, based on population. Gorham's population growth rate is projected to continue to exceed that of Cumberland County and the State of Maine.

2.1.2 Age and Minority Characteristics

Age and minority characteristics of the Town of Gorham population, based on data from the 1990 Census, are displayed in Table 2-3, page 2-4. Gorham's population is relatively young. At 28.4 percent (3,371 people), the population under age 18 in Gorham was the highest compared to that of the Portland MSA at 24.5 percent (52,957 people), Cumberland County at 24.8 percent (60,353 people) and the State of Maine, at 26.7 percent (327,463 people). The population over age 65 was lowest in the Town of Gorham, at 9.5 percent (1,125 people), compared to the Portland MSA at 12.9 percent (27,855 people), Cumberland County at 13.1 percent (31,738 people) and the State of Maine at 13.2 percent (163,160 people).

Approximately 1.4 percent (175 people), the total minority population in the Town of Gorham is less than that of the Portland MSA at 2.4 percent (5,332 people), Cumberland County at 2.5 percent (6,111 people) and the State of Maine at 2.0 percent (25,671 people) (Table 2-3, page 2-4). As indicated in Table 2-3, the percentage of the Black, Hispanic, Asian American, and American Indian/Alaskan Native populations within the Town of Gorham, the Portland MSA, Cumberland County, and the State of Maine each comprised less than one percent of the total population in each jurisdiction. When examining minority populations at the census tract level within the Study Area, census tract 40.01 (southeast of Gorham Village) has 2.24 percent (53 individuals) of the Asian American population within that census tract. In addition, census tract 40.02 (Gorham Village) has 1.16 percent (63 individuals) of the Black population within that census tract. Census tract 41 (northeastern corner of the Study Area) has 0.5 percent (18 individuals) of the Asian population within that census tract. Therefore, the Study Area has a very small minority population.

Table 2-2
Population Forecasts Portland Metropolitan Statistical Area

Town	1990 Population	2025 Population	% Change
Buxton	6,494	n/a	n/a
Cape Elizabeth	8,854	10,702	20.9
Casco	3,018	4,817	59.6
Cumberland	5,836	9,711	66.4
Falmouth	7,610	12,781	68.0
Freeport	6,905	10,360	50.0
Gorham (including Study Area)	11,856	18,488	55.9
Gray	5,904	10,138	71.7
Hollis	3,573	n/a	n/a
Limington	2,796	n/a	n/a
Long Island	201	200	.05
North Yarmouth	2,429	4,831	98.8
Old Orchard Beach	7,789	n/a	n/a
Portland	64,358	67,026	4.1
Raymond	3,311	5,777	74.4
Scarborough	12,142	22,075	81.8
South Portland	23,163	24,621	6.3
Standish	7,878	12,761	62.0
Westbrook	16,121	19,973	24.0
Windham	13,020	20,850	60.1
Yarmouth	7,862	10,401	32.3
Portland MSA	215,481	n/a	n/a
Cumberland County	243,135	323,438	33.0
State of Maine	1,227,928	1,423,000	15.9
Source: Greater Portland Council of Governments, 2000; Southern Maine Regional Planning Commission website smrpc.maine.org, 2000. n/a: 2025 forecast is not available.			

Table 2-3
Age and Minority Characteristics

Jurisdiction	1990 Population						
	Under 18	Over 65	Black	Hispanic	Asian American	American Indian/ Alaskan Native	Total Minority Population
Town of Gorham	3,371 (28.4%)	1,125 (9.5%)	44 (0.4%)	53 (0.4%)	48 (0.4%)	30 (0.2%)	175 (1.4%)
Portland MSA	52,957 (24.5%)	27,855 (12.9%)	1,344 (0.6%)	1,391 (0.6%)	1,952 (0.9%)	645 (0.3%)	5,332 (2.4%)
Cumberland County	60,353 (24.8%)	31,738 (13.1%)	1,565 (0.6%)	1,771 (0.7%)	2,147 (0.9%)	628 (0.3%)	6,111 (2.5%)
State of Maine	327,463 (26.7%)	163,160 (13.2%)	7,069 (0.4%)	5,351 (0.6%)	6,859 (0.5%)	6,392 (0.5%)	25,671 (2.0%)
Source: US Census, STF-3; www.census.gov. 1990							

2.1.3 Income and Poverty Status

As indicated in Table 2-4, the 1990 Census recorded median household income for the Town of Gorham at \$36,618. Gorham's median household income was 12 percent (\$3,842) higher than the Portland MSA and Cumberland County and 31 percent (\$8,764) higher than the State of Maine.

Table 2-4 also includes poverty statistics from the 1990 Census. The U.S. Census Bureau uses a set of money income thresholds that vary by family size and composition to identify those below the poverty level. If a family's total income is less than the threshold, then that family, and every individual in it, is considered living in poverty. The official poverty definition counts money income before taxes and does not include capital gains and noncash benefits (such as public housing, medicaid, and food stamps). (U.S. Census, 1999). The percentage of the population living in poverty in Gorham was 3.7 percent (436 people), or about half of the percentage of the Portland MSA (16,675) and Cumberland County, each at 7.7 percent (18,772 people). The State of Maine recorded the highest amount of individuals living in poverty, at 10.5 percent (128,466 people).

Table 2-4
Income and Poverty Status

Jurisdiction	Median Household Income	Per Capita Income	Persons in Poverty (1989)		Total Population (1990)
			Persons	%	
Town of Gorham	\$36,618	\$14,049	436	3.7	11,856
Portland MSA	\$32,776	\$16,120	16,675	7.7	215,481
Cumberland County	\$32,286	\$15,816	18,772	7.7	243,135
State of Maine	\$27,854	\$12,957	128,466	10.5	1,227,928
Source: US Census, STF-3, and STF-3C1; www.census.gov. 1989, 1990					

Census tract data in three major census tracts within the Study Area were reviewed to gauge the poverty level (See Figure 2-1, page 2-2). The 1990 poverty level was 3.7 percent (203 people) in Tract 40.02, 3.9 percent (83 people) in Tract 40.01, and 3.5 percent (150 people) in Tract 41. Although a small portion of Tract 39 lies within the Study Area, it has been excluded from this estimate due to its small overlap with the Study Area.

2.1.4 Housing and Households

Based upon a windshield survey (February 2000) and the 1990 US Census, the majority of housing units within the Study Area are single family detached homes. Table 2-5, page 2-6 provides information from the 1990 Census pertaining to housing units, household size, and number of families for the Town of Gorham, the Portland MSA, Cumberland County, and the State of Maine.

In 1990, the vacancy rate in the Town of Gorham was 3.5 percent (137 units), considerably lower than the Portland MSA at 13.8 percent (11,721 units), Cumberland County at 16.3 percent (15,378 units), and the State of Maine at 26.2 percent (121,733

units). In 1990, the proportion of owner occupied housing in the Town of Gorham was nearly 80 percent (3,127 owners). The proportion of owner occupied housing units was 63 percent (53,730 owners) in the Portland MSA, 64 percent (60,812 owners) in Cumberland County, and 70 percent (327,928 owners) in the State of Maine (Table 2-6). Median housing values were approximately one percent higher in the Town of Gorham than they were in the Portland MSA (\$119,100 compared to \$117,800 in the Portland MSA). In addition, median housing values were approximately 36 percent higher in the Town of Gorham when compared to levels reported in the State of Maine (\$119,100 compared to \$87,300). At \$526, the median contract monthly rent is the same for both the Town of Gorham and the Portland MSA. Median contract monthly rent in the Town of Gorham and the Portland MSA was higher than in Cumberland County \$458 and \$419 in the State of Maine. Median contract monthly rent differences can be attributed to differences in available housing stock and amenities available in each area. Census tract data within the Study Area indicated that in census tract 40.02, 70 percent (1,180) of housing units were owner occupied. In tract 40.01, 94 percent (752 units) were owner occupied, and in tract 41, 83 percent (1,202 units) were owner occupied. The median housing values in tract 40.02 was \$126,700, 40.01 was \$135,700 and 41 was \$109,900. Census tract 41 has the lowest median housing value of the census tracts in the Study Area.

Table 2-5
Housing and Households

Jurisdiction	Housing Units			Households		Families	
	Total	Occupied	Vacant	Total	Persons per household	Total	Persons per family
Town of Gorham	4,060	3,923 (96.6%)	137 (3.4%)	3,903	2.77	2,979	3.15
Portland MSA	96,399	84,678 (87.8%)	11,721 (12.2%)	84,809	2.48	56,446	n/a
Cumberland County	109,890	94,512 (86.0%)	15,378 (14.0%)	94,512	2.49	63,087	n/a
State of Maine	587,045	465,312 (79.3%)	121,733 (20.7%)	465,729	2.56	330,831	n/a

Source: US Census, STF-3, and STF-3C1; www.census.gov. 1990

Table 2-6
Housing Characteristics

Jurisdiction	Vacancies	Tenure		Median Housing	
		Owner	Renter	Value	Rent
Town of Gorham	137 (3.5%)	3,127 (79.8%)	787 (20.1%)	\$119,100	\$526
Portland MSA	11,721 (13.8%)	53,730 (63.4%)	30,948 (36.5%)	\$117,800	\$526
Cumberland County	15,378 (16.3%)	60,812 (64.3%)	33,700 (35.6%)	\$118,300	\$458
State of Maine	121,733 (26.2%)	327,928 (70.5%)	137,384 (29.5%)	\$87,300	\$419

Source: US Census, STF-3, and STF-3C1; www.census.gov. 1990

2.1.5 Employment

Annual data on the resident civilian labor force, employment, and unemployment for Gorham, the Portland MSA, Cumberland County, and the State of Maine were obtained from the Maine Department of Labor, Division of Labor Market Information Services and are tabulated in Table 2-7. Civilian labor force comprises all civilians 16 years of age and over that are classified as employed or unemployed during a particular reference week. At 2.0 percent (159 people), the Town of Gorham enjoys a low unemployment rate, similar to the rates of the Portland MSA and Cumberland County. The unemployment rate in the Town of Gorham is half the rate of the State of Maine as a whole (4.1 percent or 27,600 people). The employment opportunities within the Town of Gorham include a balanced mix of businesses that provide work for people living in Gorham and surrounding communities.

Table 2-7
Civilian Labor Force and Employment

Jurisdiction	Labor Force	# Employed	Unemployed #(%)
Town of Gorham	7,800	7,641	159 (2.0)
Portland MSA	134,800	131,900	2,900 (2.1)
Cumberland County	142,170	138,860	3,310 (2.3)
State of Maine	672,000	644,400	27,600 (4.1)
Source: Maine Department of Labor, 2000.			

Employment Sources

There are a number of large companies located within the Town of Gorham which are a main source of employment for both residents and non-residents. As shown in Table 2-8, the Town of Gorham is the largest employer in Gorham, employing 400 people, followed by the University of Southern Maine located at Gorham Village, which employs approximately 400 people, and Gorham House, a convalescent care facility on New Portland Road, employing over 200 people. In addition, American Tool Company, a tool manufacturer, located in the Gorham Industrial Park near Mosher Corner (Figure 2-2, page 2-9), a tool manufacturer, employs 210 people, and Sebago Inc., a shoe manufacturer, also located in the Gorham Industrial Park, employs 140 people. (www.gorhammeusa.org, 1998).

Table 2-8
Gorham's Largest Employers

Employer	Amount Employed
Town of Gorham	400
University of Southern Maine (Gorham Campus)	396
Gorham House Convalescent Care	220
American Tool Company	210
Sebago, Inc.	140
Source: www.gorhammeusa.org . (1998) statistics	

2.1.6 Taxation

Gorham's total taxable sales in 1997 were \$52,634,700, an increase of 32% (\$12,873,000) from the 1994 level of \$39,761,700 (Table 2-9). Consumer Sales totaled \$44,794,400, representing almost 85 percent of all taxable transactions in 1997. Business operations (\$7,480,000) account for the remaining 15 percent of all taxable sales in 1997. As depicted in Table 2-9, taxable sales have consistently increased over the four year period from 1994 to 1997.

Table 2-9
Taxable Sales in Thousands for Gorham

Year	Business Operation	Bldg. Supply	Food Store	Gen. Mdse.	Other Retail	Auto. Transp.	Restaurant Lodging	Consumer Sales	Total
1997	\$7,840.0	\$8,198.0	\$10,860.5	\$4,899.3	\$5,423.6	\$7,920.5	\$7,492.5	\$44,794.4	\$52,634.7
1996	\$6,126.0	\$8,317.4	\$10,081.0	\$4,543.0	\$4,642.8	\$7,319.9	\$7,618.8	\$42,522.9	\$48,649.3
1995	\$5,468.8	\$6,788.6	\$9,770.1	\$3,932.2	\$3,993.5	\$5,831.1	\$7,310.9	\$37,626.3	\$43,095.1
1994	\$4,941.9	\$7,031.8	\$9,876.3	\$3,224.4	\$4,254.4	\$4,630.6	\$4,802.0	\$34,819.7	\$39,761.7

Source: www.gorhammeusa.org; Maine Department of Labor, 1997.

2.2 Land Use and Zoning

2.2.1 Land Use By Type

Figure 2-2 on page 2-9, shows the existing land uses within the Study Area. Land use data were obtained from the Town of Gorham Assessors Department, with additional input from the Town of Gorham Planning Department. Land use in the Study Area is predominately single family residential intermixed with farmland, large tracts of open space and undeveloped land. Farmland is land that is actively being used for agricultural purposes. Open space is defined as lands permanently dedicated for agricultural uses, gardening, forestry, natural resource conservation, outdoor recreation or common open spaces. Undeveloped land can be classified as land that has little or no development upon it. High density multi-family residential and commercial land uses are found within Gorham Village. Southwest of Gorham Village, along Narragansett Street, is the Narragansett Development District, which permits a variety of non-residential development, including commercial and light industrial land uses. East of Gorham Village is the Gorham Industrial Park, a fully serviced industrial area that contains water, sewer, natural gas and electric power infrastructure. A number of utility corridors that contain electric, transmission lines, gas pipelines, and water lines for the town are located in the eastern portion of the Study Area. In addition, the University of Southern Maine Gorham Campus is located within Gorham Village. The Gorham Campus is approximately 44 ha (108 ac) in size and features a mixture of historic buildings, student facilities, and on-campus housing.

The Narragansett Game Preserve is a large area bounded roughly by South Street (Route 114) to the west, the former railroad right-of-way to the north, New Portland Road south to Brackett Road to the northeast, and the Stroudwater River to the south (Figure 2-2, page 2-9). The Narragansett Game Preserve was established in the 1930s by the then Maine Department of Fish and Game. The Narragansett Game Preserve was established as an area to provide hunting and trapping opportunities to residents of

2.3 Community Facilities

A range of community facilities and services are available in the Town of Gorham and within the Study Area. The locations of facilities in the Study Area are shown on Figure 1-2, page 1-4 and Figure 2-5, page 2-16.

2.3.1 Schools

There are two elementary schools, one middle school, and one high school within the Study Area (Figure 2-5, page 2-16). The total enrollment in schools within the Study Area for the 1998 school year was 2,227 (PDT Architects, 1999). In total, 2,616 students were enrolled in the Town of Gorham school system in 1998 (PDT Architects, 1999). The school-year enrollment, in each of the schools is presented in Table 2-10.

Table 2-10
Study Areas School Enrollments

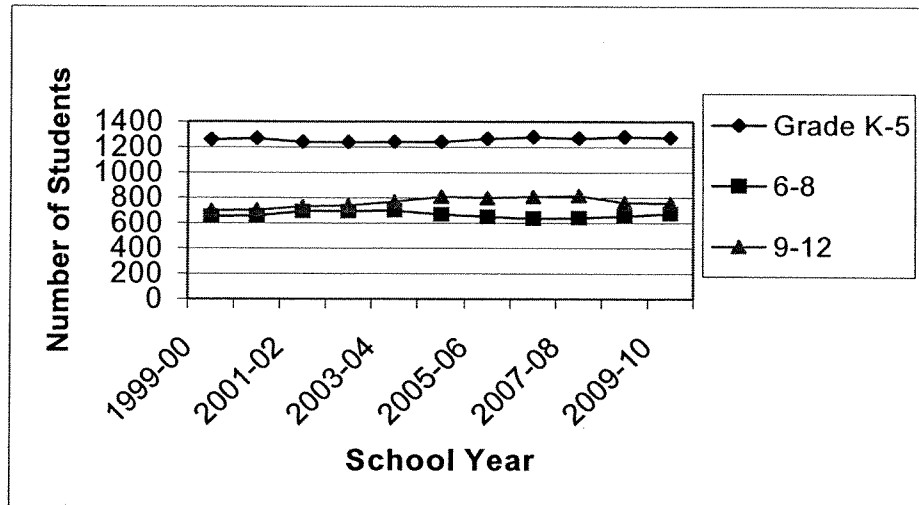
School	Enrollment (# of Students)
Narragansett Elementary	486
Village Elementary	645
Shaw Middle School	400
Gorham High School	696
Source: PDT Architects, 1999.	

Changes in school enrollments derive from two sources: changes in the number of births to residents in Gorham and net migration of preschool-aged and school aged children into and out of the community. Migration levels are influenced by factors such as new residential development, turn over in existing housing stock, and conversion of homes from seasonal to year round.

According to the latest townwide school enrollment projections, students enrolled in grades K through 5 are expected to remain relatively consistent to the year 2010. (Figure 2-6, page 2-17) Enrollment levels for students in grades 6 through 8 also are expected to remain relatively consistent to the year 2010. Enrollment levels in grades 9 through 12 are expected to increase slightly through to the year 2008, then drop slightly in 2009 (Planning Decisions, 1999). Overall, the school enrollment levels for the Town of Gorham are projected to grow moderately in the next ten years. (Planning Decisions, 1999).

There are a number of colleges and universities located within commuting distance of the Town of Gorham. Located within the Study Area is one of three campuses of the University of Southern Maine (USM). An academic campus has existed within the Town of Gorham since 1806 when Gorham Academy originally opened on this site. The campus is an important educational resource to the region. Of the approximately 4,000 students who attend regular classes at the Gorham campus, approximately 1,000 reside on campus, as the university caters largely to a local commuter student population. USM provides bus service for students during the academic year to the Portland campus, providing an alternative to single occupancy vehicles.

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Figure 2-6: Study Area Projected School Enrollments

Source: Planning Decisions, 1999.

2.3.2 Emergency Services

The Town of Gorham Fire Department consists of six stations, one located within the Study Area at the Municipal Center along Route 25 (Main Street) (Figure 2-5, page 2-16). The Gorham Fire Department employs a full-time Fire Chief along with four full-time paramedic/firefighters, two part-time fire inspectors and a force of 150 volunteers. The Gorham Fire Department operates fifteen pieces of equipment, including seven engines, three tanks, one ladder, two rescue, one forestry unit, and one marine unit. Response times are 2-3 minutes to the Gorham Village business district and 3-4 minutes to Gorham's Industrial Park. The Gorham Fire and Rescue Department provides emergency medical services. A paramedic is on duty at all times and is supplemented by 35 volunteers.

The Town of Gorham has one centrally located police station, located adjacent to the Municipal Center on Main Street (Figure 2-5, page 2-15). The Police Department consists of sixteen full-time officers, five full-time dispatchers, one part-time animal control officer, and five reserve officers.

2.3.3 Health Care Facilities

Gorham does not have a hospital within its borders, however, residents are served by hospitals and other health-related facilities in the Greater Portland Area. The Town of Gorham is served by three regional hospitals, including Maine Medical Center, located 17.1 kilometers (10.6 miles) east of Gorham in Portland and another location 26.2 kilometers (16.3 miles) southeast of Gorham in Scarborough, and Mercy Hospital, located 16.9 kilometers (10.5 miles) east of Gorham in Portland. Maine Medical Center has a network of clinics and specialty services throughout the Greater Portland Area. In total, it has 606-beds providing emergency services, inpatient services, and centers of oncology, cardiac services, and pediatrics. Mercy Hospital is a 200-bed facility providing

inpatient and outpatient medical, surgical, and obstetrical care. There are no emergency facilities located at Mercy Hospital.

2.3.4 Recreation Facilities

The Gorham Parks and Recreation Department together with the Gorham School Department provide recreation facilities and activities for Gorham residents. Included are recreational facilities that cater to all age groups and interests. The Town of Gorham Parks and Recreation Department operates two parks within the Study Area, namely Phinney Park and Robie Park, along with the Robie Gymnasium, located across from Robie Park. (See Figure 2-5, page 2-15).

Phinney Park is located south of Gorham Village on South Street. It is 0.16 hectares (0.4 acres) and serves as the location of the Town Memorial to Gorham's war heroes. Phinney Park does not contain any facilities for active recreation use. Robie Park, located adjacent to Gorham High School on Morrill Street, is approximately 1.2 hectares (3 acres) and is made up of two areas; the first consists of dense evergreen trees, and the second is the Robie Softball and Little League Field. The tree coverage does not provide for any recreational use. The field is used for both Junior High softball and physical education program. An outdoor basketball court is also located there. Within the Study Area, the Gorham School Department provides recreational opportunities to students and residents at the Gorham High School, the Shaw Middle School, the Village School, and the Narragansett School.

There are three properties in the Study Area that were partially funded by the Land and Water Conservation Fund Act of 1965 (LWCF) (Figure 2-7, page 2-20). These properties fall under the protection of the LWCF Section 6(f) regulation which affords special protection to recreational resources that have been purchased or improved with LWCF funds. This regulation restricts the conversion of lands acquired or developed with LWCF assistance to other than public outdoor recreation use. With approval of the Secretary of the Department of the Interior, lands may be converted to uses other than public outdoor recreation uses only if the land conversion is in accordance with the statewide outdoor recreation plan and only upon conditions necessary to assure the substitution of other recreation properties of at least equal fair market value and of reasonably equivalent usefulness and location.

There are two Section 6(f) properties at the Gorham High School. The first is the Gorham High School athletic area. Also known as the Mason Multi Purpose Field, the Gorham High School athletic area serves as the main competitive athletic area for the high school soccer, baseball, field hockey, baseball teams, summer track and summer soccer program. The second Section 6(f) property at the Gorham High School is the tennis courts. The third Section 6(f) property is located at the recreation area at the Narragansett Elementary School, known as the Chick Recreation Area. The property is approximately 32.4 ha (80 ac) and includes the Gorham Municipal Center, and the school recreation facilities. The Section 6(f) property at the Chick Recreation Area includes a regulation soccer field, a lighted regulation softball field, a lighted basketball court, and two playgrounds including a community playground. The property also includes a jogging trail, walking paths and a botanical study area, which is not subject to Section 6(f).

2.3.5 Libraries

There is one library in the Study Area that provides services to Gorham residents: the Baxter Memorial Library. It is located south of the Gorham Village on South Street and is the largest and most centrally located of all three municipal libraries in the Town of Gorham. (Figure 2-5, page 2-16). It contains over 300,000 library items, including books, audio and videocassettes.

2.3.6 Religious Facilities

There are eight religious facilities located within the Study Area: the School Street United Methodist Church; St. Anne's Catholic Church on Main Street; the Antioch Baptist Church on Main Street; the Gorham Christian Academy on Elkins Road; the First Parish Congregational Church of the United Church of Christ on Church Street; West Gorham Union Church on Ossipee Trail; the South Gorham Baptist Church on Route 22; and the Galilee Baptist Church on Route 25 (Figure 1-2, page 1-4).

2.3.7 Historic Resources

The Maine Historic Preservation Commission has provided information concerning historic resources within the Study Area. There are three historic districts listed on the National Register of Historic Places (NRHP): South Street, Gorham Village, and Gorham Campus Historic Districts (Figure 2-7, page 2-20).

The South Street Historic District consists of 20 buildings, the majority of which are of frame construction and residential. It is located on South Street, between Green Street and Morrill Avenue. Architecturally, the district's resources reflect Federal, Greek Revival, and Gothic Revival styles from the late eighteenth and early nineteenth centuries. The buildings of the district are wooden frame structures constructed between 1790 and 1840. There is a consistency with the overall form of these buildings, through the shared use of materials and scale of each structure. The district also shares similar lot sizes and setbacks.

The Gorham Village Historic District consists of 44 buildings ranging from single family housing to religious structures. It is located along College Avenue, Main, Maple, School and State Streets. Architecturally, the district's resources reflect popular stylistic forms from the turn of the eighteenth century through the 1930s. The Gorham Historic District is predominately residential in character, however, the eastern edge contains a concentration of commercial, fraternal and religious buildings. Along State Street, where the commercial edge of the district exists, the setbacks are close to the street. The setbacks grow increasingly longer along residential area of State Street.

The third historic district is the USM-Gorham Campus District, which consists of seven buildings, dating from the early nineteenth and early twentieth centuries. The district is located near the junction of Routes 114 and 25. All of the buildings in the district belong to the University of Southern Maine, and fulfill educational functions. The buildings within this district illustrate the educational development in Gorham, with the establishment of Gorham Academy in 1806. This district illustrates educational development in Maine, through the establishment of the Gorham Male Academy in 1806, the establishment of the Gorham Female Seminary in 1838, and the establishment of the Gorham Academy

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and Teachers Institute in 1847. In 1878, the Western Maine Normal School started within the buildings of the district. The curriculum of the Normal School expanded during the early nineteenth centuries, where it eventually became an accredited college in New England in 1960.

In addition, there are five individual properties in the Study Area listed on the National Register of Historic Places: Academy Building, Art Gallery, Baxter House, Dyer Estate, and McLellan House (see Figure 2-7, page 2-20).

The Academy Building is located on the western side of School Street, on the hillside portion of the University of Southern Maine, Gorham Campus. It was constructed in 1806 as a male preparatory school for the residents of Gorham. The building is in the Federal style of architecture and is an architectural focal point of the USM Gorham campus. This building is within the USM-Gorham Campus Historic District.

The Art Gallery, which was formerly known as the Free Meeting House (1822) and the Town House (1845) is located on the University of Southern Maine Gorham Campus at the intersection of College Avenue and Entrance Road. It was constructed in 1821 and was used as a "Free Meeting House", for use by any denomination wishing to hold services within it. It was constructed in the Colonial style of architecture. In 1845 it became the "Town House" used for town meetings, and was used for this purpose for many decades. In 1961 ownership was transferred to the State of Maine, and it was used as an interfaith chapel. In 1967 the university converted it to an art gallery as it is presently used. This building is within the USM-Gorham Campus Historic District.

The Baxter House is located south of Gorham Village on South Street. It was constructed in 1805 and was a residence until 1907 when it was donated to the Town of Gorham as a museum. It was constructed in the Federal style, and was the residence of Annie Louise Cary, a noted Maine singer. This building is within the South Street Historic District.

Dyer Estate is located at 180 Fort Hill Road, north of Gorham Village. It was constructed in 1850 and contains a late Greek Revival style frame house, a number of outbuildings, and several designed landscape features. It is an example of a turn-of-the-century Gentleman's Farm.

McLellan House is located on the campus of the University of Southern Maine, Gorham Campus, along School Street (Route 114 North). It was constructed in 1773, and is the oldest brick house in Cumberland County. It had been occupied continually by descendants of the original builder, Hugh McLellan, until 1965 when it was given to the university. It is currently used as a women's dormitory by the university.

In addition to those properties listed on the National Register of Historic Places, Maine Historic Preservation Commission identified properties that appear to be eligible for listing on the National Register of Historic Places. These properties are depicted on Figure 2-8, page 2-22. The first is the Mosher Farm (MHPC #172-0019) located at 424 Mosher Road at the corner of Route 25 and Mosher Road. This home is a single family residence, built in the Federal architectural style. MHPC identified Mosher Farm as important for both the architectural significance of the house and its terraced lot, as well as the surviving architectural landscape associated with it.

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The second property (MHPC #172-0020) is located at 550 Main Street and is a single family 2 ½ story residence in the 19th/20th Century Revival style of architecture. The third property, named the Stanwood-Ford House (MHPC #172-0103) is located at 141 Flaggy Meadow Road and is a single family two-story residence in good condition. It exhibits the Italianate style of architecture. Joseph Libby House (MHPC #172-0175) is located at 263 Libby Road and is a single family 2 ½ story residence in good condition. Its architecture style is a combination of Colonial and Greek Revival. MHPC prepared Historic Building/Structure Survey forms for these properties.

Between April 11 and May 12, 2001 an archaeological field team from MHPC conducted a "Phase 0" Archaeological Survey of the proposed Gorham Bypass Study for the MDOT. The purpose of a Phase 0 Archaeological Survey is to assess the likelihood that a study may have potentially significant archaeological sites within its boundaries. A "historic site" refers to a place on the landscape that contains prehistoric or historic artifacts. A "significant historic site" is one that can contribute important scientific information about the past and that is eligible for inclusion on the National Register of Historic places. MHPC identified a significant prehistoric site at the northern edge of the Study Area (Maine Historic Preservation Commission, 2000). Two potentially significant historic sites were identified along the southwestern edge of the Study Area. A third historic site was identified adjacent to the Stroudwater River, at the southern edge of the Study Area. MHPC recommends a Phase I Archaeological Survey be conducted along proposed alternatives.

2.3.8 Cemeteries

There are four municipal cemeteries (see Figure 1-2, page 1-4) located within the Study Area, including the Fort Hill Cemetery, located on Route 114 near Phinney Street, the Eastern Cemetery located at Johnston Road and New Portland Road, South Gorham Cemetery located near Route 22 and Route 114, and the Old Village Cemetery located on Route 114, south of Gorham Village. There are no private cemeteries within the Study Area (Gorham Town Clerk, 2002).

2.4 Neighborhood and Community Cohesion

Gorham originated in 1736 as a rural town with a compact village of homes and businesses, agricultural activities and other activities serving the mills located along the Presumpscot River. The development pattern of compact villages surrounded by rural countryside continued until the end of World War II, where the first instances of suburbanization occurred throughout the region and the State of Maine. At that time, residential development began to occur around the fringes of existing villages, including Gorham Village. Residential development in the Town of Gorham continued to grow during the 1950s and 1960s, as a result of the increase in family and household size. Increases in family and household size occurred in most towns and cities as a result of the baby-boom era, where the families grew larger than at any point in history.

During the 1970s, increased residential development occurred, including the development of low density residential subdivisions located within the outlying rural countryside within the Town of Gorham. During this time, development was not occurring as quickly on the fringes of Gorham Village, due to a lack of available land for development.

At the end of the 1970s and the beginning of the 1980s, more subdivisions were being developed characterized by two, three, and five acre lots, as allowed by zoning. During this time, there was a 24 percent increase (955 units) in new housing construction, the largest increase in the prior two decades (11 percent or 432 units between 1960 to 1970, and 12 percent or 477 units from 1950 to 1960). As a result, an increasing amount of the rural countryside was being converted into residential land uses in a piecemeal fashion. Concurrently, Gorham Village began to experience the effects of traffic congestion and lack of space for retail and other commercial expansions.

Residential development continued between 1980 and 1990, with an additional 898 housing units (22 percent) being constructed within the Town. Development patterns during the 1990s slowed somewhat, while the State of Maine faced an economic recession and construction activity slowed. Residential construction within the Town of Gorham for the year 2000 and beyond is expected to continue, with a proposal for an 80+unit residential development being planned south of Gorham Village (Gorham Planning Department, 2000) (Figure 2-4, page 2-13).

The Study Area is comprised of several types of neighborhoods, all of which are shown on Figure 2-2, page 2-9. In the southern portion of the Study Area, the Waterhouse Road neighborhood is a medium density suburban neighborhood, constructed mainly during the 1960s through to the 1980s. This neighborhood contains two smaller cul-de-sacs. North of the Waterhouse Road neighborhood is the Crestwood Drive neighborhood, which consists of single-family homes. Most of these homes were constructed in the 1980s and 1990s.

Opposite the Crestwood Drive neighborhood in the southern portion of the Study Area is the Day Road neighborhood. This neighborhood includes older, established homes and farms along with newer, more recently constructed housing. New housing construction includes single family condominiums, and single family homes located in smaller subdivision developments off Day Road.

In the northern portion of the Study Area, north of Gorham Village is the Meadowcrossing/Spring Brook Lane neighborhood, constructed in the 1990s. This neighborhood consists of large single family homes, on approximately 0.4 ha (1 ac) lots. North of the Meadowcrossing neighborhood is the Phinney Street neighborhood. This is a medium density neighborhood of single family homes, constructed in the 1970's. Located at the end of Phinney Street is a small subdivision called Blockhouse Run, which consists of three single-family homes. Located opposite Route 114 from the Phinney Street neighborhood is the Queen Street neighborhood. The Queen Street neighborhood consists of a medium density suburban neighborhood that was initially constructed in the 1950's, with further construction over the next four decades. Queen Street exists as an unfinished road between Route 114 and Route 202.

Located immediately south of Gorham Village are several well established neighborhoods consisting of single-family homes constructed during the 1970s to the late 1980s. These neighborhoods are connected to Route 114 (South Street) and are designed as cul-de-sacs with interconnected roads. These neighborhoods abut the proposed new Middle School, and a proposed 76-lot housing subdivision.

Another neighborhood located in the western part of the Study Area is the Cressey Road neighborhood, located between Route 202 and Flaggy Meadow Road. The Cressey

Road neighborhood is a mixed use neighborhood, consisting of single family homes and undeveloped tract of land owned by Hannaford Brothers (Gorham Racetrack). The balance of this segment of roadway is a mix of undeveloped land, a Masonic Hall facility (post World War II construction), which also houses a cooperative nursery school. Cressey Road from Flaggy Meadow Road to Route 25 is a mixed use, medium density neighborhood, including a small mobile home park.

West of Cressey Road is an area referred to as the West Gorham neighborhood, which consists of Rust Road/Clay Road/ Route 112. This area of the Town of Gorham was established during the 18th and 19th centuries, and contains a number of 18th and 19th century farm houses clustered around a church.

Other neighborhoods exist within the eastern portion of the Study Area. Located east of Gorham Village is the Libby Avenue neighborhood which consists mainly of single family homes, along with four to five older farm houses. Most housing was built during the 1950s. There are a number of businesses located within this neighborhood, including an active farming operation and wood cutting operation, a home day care business and a Maine Department of Transportation salt storage/maintenance facility.

Located east of the Libby Avenue neighborhood is a new neighborhood called Gateway Commons, a 76-lot subdivision consisting of single-family housing. This neighborhood is close to the Gorham Municipal Center, including the Narragansett Elementary School and related recreational lands.

Lastly, located in the center of the Study Area is the Gorham Village Historic District neighborhood, which consists of older historic structures consisting of single-family and multi-family housing. Residents of Gorham Village Historic District are within walking distance to the Village Elementary School, Shaw Middle School, and Gorham High School. Other facilities located nearby include the public library and various churches. There are also many commercial establishments located in Gorham Village accessible to the residents.

Each of these neighborhoods have their own unique, distinguishing feature that sets them apart from one another. Those residing within these neighborhoods identify themselves as being part of a neighborhood, through their common street address and geographic location.

2.5 Business Activity

2.5.1 Business Activity within the Portland MSA

The Town of Gorham maintains a close economic relationship to the Portland Metropolitan Statistical Area (MSA). The Portland MSA is comprised of 21 towns and cities surrounding Portland and contributes to the State of Maine's financial well being. The Portland MSA constitutes the strongest economic region in Maine, due to its concentration of goods and services and related economic output. The Town of Gorham is considered to be an integral component of the Portland MSA area and the Greater Portland economy, because of its diversified economic base and skilled labor force. Due to its concentration in population, and its easy accessibility to other markets throughout the New England area, the Portland MSA has been a focal point for retail, commercial,

and industrial development. The Portland economic region is mostly concentrated in the service-oriented industry as opposed to manufacturing or goods producing, as illustrated in Table 2-11, page 2-26.

Table 2-11
Non-farm Wage and Salary Employment

Item	Portland MSA # of Jobs	Statewide # of Jobs
Goods producing (subtotal)	23,000	119,000
Construction and Mining	7,700	32,600
Manufacturing	15,300	86,400
Service Producing (subtotal)	130,500	494,200
Trans., Utilities	7,500	24,600
Wholesale Trade	9,600	28,600
Retail Trade	32,600	126,800
Finance, Insurance, Real Estate	13,600	31,100
Services	47,800	184,100
Federal Government	2,800	14,400
State Government	4,400	24,300
Local Government	12,200	60,300
Total	153,500	613,200

Source: Maine Department of Labor, Division of Labor Market Information Services, 2000.

As of June 2000, 85 percent (130,500 jobs) of the Portland MSA economy was involved in service producing activities such as retail trade, hotels and insurance. The Portland MSA accounts for 26.4 percent (130,500 jobs) of the State of Maine's total service industry (494,000 jobs)

2.5.2 Business Activity within the Study Area

Gorham's website www.gorhammeusa.org, the "One-Stop Information System," describes the Town of Gorham as a vital community in a growing regional economic center, the strongest in the State of Maine. The business and real estate markets in Portland and Cumberland County are very healthy, and Gorham's demographic profile likewise points to a vigorous local economy; the Town of Gorham has a lower median residential age (34.3) than the Portland MSA (37.5), Cumberland County (37.6) and the State of Maine (38.6), suggesting an active and growing labor force. Educational level information from the 1990 Census indicate that 86 percent (7,760 people) of the town's inhabitants have a high school degree or higher, which is slightly higher than the Portland MSA and Cumberland County, which both reported that 85 percent (140,178 people and 157,699 people respectively) have obtained a high school degree or higher. Seventy nine percent (725,628 people) of the State of Maine population have a high school degree or higher.

Although Gorham's employment comes primarily from the public and service sectors, its economic base is fairly diversified, including construction contractors and manufacturers among the largest employers. There are strong commuter ties with surrounding towns and Portland. Employment forecasts from the Portland Area Comprehensive Transportation Study (PACTS) and the Greater Portland Council of Governments (GPCOG) project the highest rates of employment growth in Buxton, Westbrook, and Windham, as illustrated in Table 2-12, page 2-27.

**Table 2-12
Employment Levels**

Town	2000 Employment (estimate)	2025 Employment	% Change
Gorham	7,484	9,742	30.2
Scarborough	15,723	21,519	36.8
Standish	2,404	3,182	32.3
Westbrook	15,475	21,796	40.8
Windham	7,314	10,173	39.1
Buxton	1,105	1,577	42.7
Portland	90,976	104,777	15.2
Maine	664,601	n/a	n/a
Portland Area Comprehensive Transportation Study, Greater Portland Council of Governments, 2000; Maine Department of Labor, 2001. n/a=not available			

Approximately half (4,000) of Gorham's labor force works in the Town. The rest commute to other areas, while commuters from Portland and surrounding towns fill over half of Gorham's jobs (approximately 2,200). Major employers include the University of Southern Maine – Gorham Campus, the Town of Gorham, Gorham House (a residential and convalescent care facility), the manufacturing firms of American Tool Co., and Sebago Inc. (Table 2-8, page 2-7)

In addition, the Town of Gorham has an active retail economy. In 1997, taxable sales in Gorham totaled \$52,634,700, which was one of the highest taxable sales figures within the Greater Portland Area (Table 2-9, page 2-8). Consumer sales represented 85 percent of this amount, or \$44,794,400. A study conducted in 2000 by the Gorham Economic Development Corporation identified the Gorham primary retail trade area as comprising the Towns of Gorham, Buxton, Standish, Hollis, Limington, Baldwin, and Sebago. (www.gorhammeusa.org, 2001) The retail sector has recorded significant growth since 1994, and interviews with businesses in Gorham Village revealed the expectation that such growth in this trade area would continue.

2.5.3 Businessowner Interviews

In 2000, as part of the Gorham Bypass Study, 28 Gorham Village businessowners were interviewed for their opinion regarding the concept of a potential bypass of Gorham Village (Table 2-13, page 2-27). They were selected as a cross-section of businesses operating in the Study Area. Particular attention was given to businesses that would be (1) most likely affected by traffic congestion and (2) most likely to draw some portion of their customer base from the heavy through traffic using Routes 25 and 114. Of those interviewed, eight were food and other retail establishments, five were general services (professional services), four were contractors, three were auto services establishments, three were manufacturing businesses, two were financial services, two were restaurants, and one was a social services organization.

These businesses are well established; they have been in their current locations an average of 24 years, with three having done business at their sites for around 100 years. By and large, they are small businesses, ranging from one employee to 150, averaging 22 employees each. The annual sales volumes of two-thirds of those interviewed are below \$1 million. Virtually all have seen their sales increase over the last few years, due

to a strong economy, and they expect to continue this trend in the next few years. Their hours of operation typically cover the period from 7:00 am to 5:00 pm weekdays, with a few having occasional evening hours and some Saturday morning operations. About three-fourths (21) of these businesses draw their customers from the Town of Gorham and surrounding towns. One-quarter (7) of the businesses surveyed serve areas within southern Maine, other markets throughout the United States and international markets.

The businesses in Gorham Village, no matter the trade area, are heavily dependent on vehicular access, for both employees and customers. Their customers are mainly local residents who do business with them on a continuing basis. Even convenience stores and gas stations report that their clientele are heavily destination-oriented, as opposed to impulse shoppers. Indeed, only one business interviewed thinks that a potential bypass of Gorham Village would result in a decline in their operations, (and in that case, the decline would be to the retail portion of the business) though some speculate that it might result in the loss of some commuter trade. These are mostly smaller businesses; which say that, although their customers are mainly destination-oriented, they benefit from their visibility to passing traffic. In their opinion, losing that visibility may negatively affect their businesses, even if it did not result in an immediate loss of current customers.

Table 2-13
Business Owners Surveyed

Gorham Businesses	Realtors
Amato's Italian Sandwich Shops Inc.	Boothby Real Estate
Barrows Greenhouses	Bishop Properties
Cumberland Farms Food Stores	Commercial Properties
Dixon Brothers Oil	Dunham Group
Edgewood Animal Hospital	ERA Agency
Formal Dress Required	Po Go Realty
Gorham Auto Parts	
Gorham House of Pizza	
Gorham Laundry Center	
Gorham Mobil	
Gorham Savings Bank	
R.J. Grondin and Sons	
Michelle's Cutting Corner	
Moody's Body Shop	
The Natural Grocer	
Pattens Farm	
Personally Yours Embroidered Design	
Pride Machine	
Rite Aid Pharmacies, Gorham Store	
Roberts Welding Machine Shop	
Shaw Brothers Construction Inc.	
Shop N Save	
State Farm Insurance	
G.L. Trynor Co.	
University of Southern Maine, Gorham Campus	
Village Hair	
Western Maine Cedar Products	
York-Cumberland Housing Development Corp.	

Although there is strong consensus among interviewees on the likely growth of business in the Town of Gorham and on the need for a bypass, it is not yet clear specifically how a proposed bypass might affect development. Based on the interviews, it is clear that the traffic congestion, along with lack of adequate on-street parking is constraining development or redevelopment in Gorham Village. This is especially apparent on Routes 25 and 114. This congestion is particularly severe at peak hours, but it is beginning to affect travel decisions throughout the business day. Town officials note that the first question raised about almost every proposed development that comes before them for consideration is how it will affect traffic. Every business owner interviewed cited traffic congestion and/or parking as a major concern and even those few business owners who thought that they might lose customers if a bypass were constructed said that they thought a bypass was needed and would be good for the Town of Gorham.

Congestion in Gorham Village is a concern for a majority of the businesses. Those for whom it is not, are businesses located on the fringes of Gorham Village, in locations that benefit from a counter-commute situation, or businesses whose actual centers of operation or customers are drawn from the local area and the surrounding communities. Most of the business owners interviewed think that the potential bypass would either not affect their businesses much or would benefit them by the reduction in congestion. All but one of them think that a potential bypass would be good for Gorham Village, citing both the discouraging effect on potential shoppers and safety concerns related to dangerous turning movements and large trucks passing through the intersection of Routes 114 and 25. Several business owners mentioned the stifling impact of the congestion on business growth and redevelopment of parts of Gorham Village. For some businesses, the shortage of parking space was as or more serious than the impact of congestion. Although some businesses benefit from large parking areas on-site, businesses dependent on on-street parking, for some or all of their customers, expressed great frustration with the problem.

The business interviews indicate strong support for a potential bypass by Gorham Village businesses. Most expect little effect from the removal of through traffic from the local streets, with several expecting improved access, and therefore more customer visits, resulting from reduced congestion. Both town officials and business owners agree that, given the density of existing development in Gorham Village, reduced congestion could open up opportunities for redevelopment and revitalization of Gorham Village, rather than give rise to new development. Restoring the town to its earlier "village" style is attractive to many people, not because they want to limit development and growth, but because they view Gorham Village as an asset that is being devalued by traffic whose destination is outside Gorham Village. Therefore, in their opinion, removing that traffic may enhance the potential of Gorham Village and encourage more appropriate uses.

After questioning businesses regarding the potential impact of removing through traffic from Gorham Village, several Gorham area realtors were interviewed (Table 2-13, page 2-27). The realtors were asked for their views on whether the construction of a potential bypass would promote development of previously undeveloped land and, if so, what type of development may occur. The purpose of these interviews was to determine whether new development related to a bypass might compete with, and thereby potentially negatively affect, Gorham Village businesses.

The Gorham Industrial Park, located on the eastern fringes of the Study Area, has approximately 16 ha (40 ac) of undeveloped land that is available. This land would not

be suitable for commercial and retail operations that depend on ready consumer access, nor would it likely have much economic impact on Gorham Village businesses. The Gorham Industrial Park attracts businesses that range from manufacturing/design businesses, service oriented (industrial laundry, residential cleaning companies), and wholesale business operations.

Realtors and others knowledgeable of the area think that there is potential for new commercial development to the west of Gorham Village, if access is provided. Virtually none of the businesses interviewed had plans to relocate in the next five years, though some had recently completed on-site expansions or renovations. However, growth trends in the Greater Portland area suggest that there is indeed adequate demand for increased commercial activity. Further, the potential future development projects listed in Section 2.2.3, page 2-9 coupled with the windshield survey of the Study Area, indicate a growing residential development market in the area under study. Whether new commercial development induced by a potential bypass would compete with Gorham Village businesses will depend on many factors. Business interviewers cited the well-organized opposition of residents in the Narragansett District east of Route 202 to commercial development. The Narragansett District (ND), the largest parcel of commercially zoned land in the Study Area would become more attractive if bypass access were constructed, and pressure to develop it will be likely to increase. Commercial development of other land in the Study Area would require a change in zoning by the Town of Gorham.

Residential development in the area of a potential bypass would also be a possibility, according to realtors surveyed, however, zoning changes would be required. The bypass would be a limited access highway, with no direct access except at designated locations. This would potentially affect future development patterns, especially where access is provided at the terminus points of the bypass. Residential property values, as well as developable land for residential use, would potentially rise, though not dramatically, because of improved access to and from Portland. According to one realtor's opinion, a potential bypass would open up a wider commuting area by shortening travel times to Portland from West Gorham and Standish, thereby increasing the desirability, and value, of residential properties in those areas and possibly inducing new residential development.

In addition to the businesses surveyed, the University of Southern Maine (Gorham Campus) was contacted to determine USM-Gorham's future plans. USM-Gorham currently has about 4,000 students on its Gorham campus, 1,000 of who are residents. University officials do not expect this total number to increase substantially over the next five years, though the mix between resident and commuter students may change, with the number of residential students increasing and the number of commuters decreasing. The University is undertaking construction of a new dormitory as well as new parking facilities to meet current and future needs. Recent improvements to the sports complex may result in increased traffic generation for various events that take place during the year, particularly for those occurring at or near peak hours.

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APPENDIX A

Business Survey Questionnaire – Gorham By-Pass – January 2000

Business name:

Address:

Name and position of interviewee:

Business Characteristics:

Classification/type of business:

Years at this location:

Number of employees:

Hours of operation:

Trade area:

Customer characteristics:

Type (consumers, other businesses):

Transport mode:

Percent (25 pt increments) customers who are local residents:

Percent repeat customers:

Percent commuters:

**Percent impulse
destination
combination**

**Customer parking
onstreet
store
combination**

**Extent of competition w. other businesses
Very competitive
Moderately
Limited**

No competition

Where are competitors located?

Sales characteristics

Size of sales area

Seasonal distribution

Peak season

Low period

None

Weekly distribution (% of sales on weekdays):

Time of day distribution (% morning, noon, early/late pm, evening, varies):

Estimated annual sales volume:

< 50K

50-100K

100-200K

200-500K

500-1 m

1-2m

over 2m

Sales trends in past several years:

Employee characteristics:

Means of transport to work:

Where park?

Suppliers:

Depend on vehicle access?

Where park?

Future Plans:

In next 5 years, do you expect your business to grow, remain the same, shrink or shut down?

Do you have plans to make any major changes, such as expansion, move to another location, etc?

Congestion:

Is traffic congestion a problem for your business?

If so, how big and for whom?

What is the most important factor affecting your current operation and future success? (for example, labor force, taxes, transportation access, growth)

Do you think that a by-pass would be good for your business?

For Gorham?

Why/why not?

Finally, and not for attribution, if you were the king or queen of Gorham, what would be your first act, the one thing you would want most to change/make happen in the community?

Any other comments or questions?

